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ABSTRACT

This report represents the efforts of a commission of 20 citizens who were directed by the Illinois General Assembly to identify the principal problems in Illinois' elementary and secondary schools and to recommend specific actions for improving the State's educational program. The commission concluded that student learning should be the foremost criterion for judging the quality of Illinois schools. The State's method of merely implying its priorities and goals with regard to the instructional program is criticized, and it is recommended that the state work with local school districts to establish expectations for student learning, provide expanded learning opportunities, adopt procedures for accountability, and recognize excellence in learning. In the area of personnel, recommendations center on the following needs: (1): strengthening the instructional leadership role of school-level administrators; (2) improving the knowledge, skills, and performance of teachers; (3) providing opportunities for more teacher input into educational decision making; (4) increasing teacher salaries; and (5) improving the processes whereby incompetent teachers and administrators are removed from these positions. It is also recommended that the State play a more direct role in local school management and policy. The necessity of support from parents and the community and the availability of appropriate learning resources are noted. The report concludes that in order to have excellence in Illinois schools, efforts must be concentrated on all areas, recognizing the interdependence of the major parts and attempting to improve each. (RDN)

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Illinois Commission on the Improvement of Elementary and Secondary Education

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EXCELLENCE in the MAKING

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EDUCATION IS EVERYONE'S FUTURE

Illinois Commission
on the Improvement of Elementary and Secondary Education
100 North First Street / Springfield, Illinois 62777 / (217) 782-0342

Co-Chairs: Senator Arthur L. Berman — Representative Richard T. Mulcahey

Contact Person: Gail Lieberman

January 1985

Dear Citizens:

Senate Joint Resolution 61, enacted in 1983, reflected the collective judgment of the Illinois General Assembly that a special time-limited commission was required to examine the status of education in Illinois and offer recommendations for the improvement of elementary and secondary education. Senate Joint Resolution 61 stated:

> ...To many business leaders, the difference between a first-class state and a second-class state is the educational system....It is imperative that the State of Illinois find solutions to reverse the trend toward educational decline in the state.

The creation of the Illinois Commission on the Improvement of Elementary and Secondary Education was to:

> ...Study the problems relating to elementary and secondary education in Illinois, conduct public hearings throughout the State, and consider all relevant information, data, suggestions and proposals for improving elementary and secondary education in the State... the Commission shall submit a report of its findings, together with its suggestions for any legislation it finds desirable on or before October 1, 1984. (Amended by SJR 68 to January 9, 1985)

The citizens of Illinois have long been committed to providing an excellent education for their children. From the first Free School Act in 1825, the people of this state have worked together to ensure that public schools were available to all. That these efforts have been successful is evident in the growth of Illinois from a prairie outpost to a major force in the nation. But now the quality of our educational system has been seriously questioned. From many sources have come complaints that too many young people are completing school without having acquired the knowledge and skills necessary to successfully take their place in a rapidly changing society. There is wide agreement that the quality of our state's public school system must be significantly improved—that we must renew our commitment to excellence in education.

To address its mission, the Commission began by listening to citizen comments. Public hearings were scheduled throughout the state to study the problems relating to elementary and secondary education and consider recommendations. The public was asked to address questions the Commission adopted in September 1983. Those theme questions were:

- **How adequate are the state's expectations for instructional standards and pupil performance across all ages?**
- **How should time in school be specified to assure effective instruction and meet our expectations?**
- **How can we recruit, educate, retain and reward more good teachers and educational administrators?**
- **How can we assure that our schools are adequately preparing youth for higher education and/or the public/private employment sectors?**

The state's responsibility to adequately fund public education was of concern to all. Discussion of finances was deferred in order to have the recommendations for improvement drive the need for finances.

Upon completion of the hearings, the Commission reviewed the testimony received from the public. The testimony reflected the care and concern of Illinois citizens about the quality of education in the state and their desire to be involved in the process of improving education for all the school children of the state. The Commission recognized that there would be a pricetag to the recommendations and discussed the fact that future support for public education—both financial and political—would depend, in large part, on public education's willingness to assume a greater level of accountability.

The quality of our schools should be judged first and foremost on the basis of student learning—what our young people know and are able to do as a consequence of their schooling. How much students learn is dependent on many factors, but schools cannot proceed toward excellence without the following:

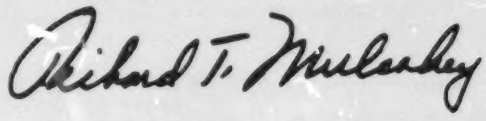
- clear expectations;
- emphasis on the primary purposes of schooling;
- competent, caring teachers and administrators;
- support from parents and community;
- appropriate learning resources.

To improve our schools and truly achieve educational excellence, our efforts cannot be concentrated on one or two areas; we must recognize the interdependence of all of these factors and attempt to improve each of them. We ask your help in doing so.

Arthur L. Berman

Commission Co-chairman
(D-2nd District)
Chairman, Senate
Elementary and Secondary
Education Committee

Richard T. Mulcahey



Commission Co-chairman
(D-69th District)
Chairman, House
Elementary and Secondary
Education Committee

EXECUTIVE SUMMARY

This report represents the efforts of twenty citizens who were directed by the Illinois General Assembly to identify the principal problems in Illinois' elementary and secondary schools and to recommend actions for improving the state's educational program. It is, in essence, a roadmap for achieving excellence in education in Illinois.

The quality of Illinois schools should be judged first and foremost on the basis of student learning. How much students learn is dependent on many factors, but schools cannot proceed toward excellence without the following:

:: clear expectations;

:: emphasis on the primary purposes of schooling;

:: competent, caring teachers and administrators;

:: support from parents and community;

:: appropriate learning resources

To improve the schools and achieve educational excellence, efforts cannot be concentrated on one or two areas; attention must be focused on the interdependence of all these factors and attempts made to improve each of them.

Instructional Standards and Pupil Performance

The heart of schooling is the instructional program. Perhaps the most important contribution the state can make is to establish reasonable goals for schooling. Historically, the state has refrained from making explicit statements about the purposes of schooling and from establishing performance standards for students. Rather, the state has specified course requirements which infer its priorities and purposes. Based upon both testimony and Commission discussion, there is dissatisfaction with the state's present method of expressing its compelling interest in this area.

This report, therefore, recommends that the state work with local school districts to establish expectations for student learning, provide expanded learning opportunities, adopt procedures for accountability, and recognize excellence in learning. Specifically, the state and/or local schools should:

- **identify the primary purposes of schooling;**
- **establish expectations for student learning;**
- **require the development of student learning objectives which meet or exceed state requirements and address local goals for excellence;**
- **require local assessment systems to measure how the learning objectives are being met;**
- **require all regular education students to demonstrate academic proficiency in accord with statewide criteria;**
- **require public reporting of the results of student assessment;**
- **require allocation of resources consistent with the purposes of schooling;**
- **ensure that neither equity nor excellence is sacrificed to achieve the other;**
- **assist in establishing pilot programs to improve student self-concepts;**
- **encourage the use of proficiency tests to free students for expanded learning opportunities;**
- **allow flexibility in the implementation of the physical education mandate at grades 11-12 and the driver's education behind-the-wheel mandate;**
- **encourage provision of full-day kindergarten programs;**
- **allow 16 and 17 year olds who have dropped out of school to take the GED examination;**
- **require programs to prevent at-risk youth from dropping out of school;**
- **require expansion of options for those high school pupils who don't adjust to the regular school program;**
- **institute a process to recognize and commend the top-achieving school districts.**

Personnel

The quality of student learning is highly dependent on the quality of the teaching force and the school-level administrator.

Concern about the teaching force was virtually universal among those testifying before the Commission. A profession which ranks among the lowest in salary of those requiring four years of college cannot attract or maintain enough of the best and brightest as its members. Likewise, there is concern over inadequate assurances regarding the abilities of those entering the profession and insufficient opportunities to continue professional development by school personnel.

Since the quality of educational leadership at the school level affects such factors as school climate, communication between school and parents, instructional direction and staff development, much of the testimony indicated that the abilities of the principal are critical to providing direction and support for the teaching staff.

It is, therefore, recommended that an emphasis be placed on strengthening the instructional leadership role of school-level administrators, improving the knowledge, skills and performance of teachers, providing opportunities for more teacher input into educational decision making, increasing teacher salaries, and improving the processes by which incompetent teachers and administrators are removed from these positions. Specifically, it is recommended that the state and/or local school district:

- **clearly define and specify the role of principal as instructional leader;**
- **require demonstrated skills and knowledge in instructional leadership, high-quality school climate, classroom management and discipline by school administrators- in-training;**
- **revise state law to require administrative recertification every five years;**
- **require ongoing professional development for principals-in-service;**
- **require administrators at all levels to spend time in the classroom;**
- **require demonstrated understanding of productive parent-school relationships;**
- **establish training opportunities to focus on effective communication skills and appropriate public relations;**
- **support scholarships and fellowships for graduate training in school administration for minorities and women;**
- **provide internship experiences for women and minorities to prepare for the superintendency;**
- **include gender as a protected classification in the law in order to discourage discrimination in hiring and promoting women administrators;**
- **raise statutory minimum salaries for beginning teachers from the current $10,000 to $20,000, in increments, by 1987-88;**
- **develop a public information campaign to highlight the importance of teachers;**
- **encourage provision of a wider array of roles and responsibilities within teaching;**
- **increase teacher salaries of current personnel to keep competent teachers;**
- **develop and maintain systems for recognition of outstanding staff performance;**
- **require minimum performance in basic skills for students entering teacher training;**
- **require periodic assessment of students during their teacher training experience;**
- **require intensive preservice training for elementary school teachers in the content of math, science, reading and language arts;**
- **require passage of an examination after teacher training but prior to receiving state certification;**
- **reexamine state certification requirements periodically to assure state-of-the art status;**
- **require planned, goal-oriented staff development programs;**
- **require individual, continuing professional education for all teachers;**
- **require support or additional training for reassigned teachers;**

- **create a three-person Teacher Dismissal Hearing Board to hear and review charges;**
- **establish state criteria and a local plan for evaluation of personnel;**
- **train administrators in effective personnel evaluation and remediation processes;**
- **identify and recruit into teaching more minorities and males;**
- **award scholarships to teachers-in-training in areas of identified staff shortages.**

Organization and Administration

The organization of schools in Illinois is a complex and frequently duplicative, inefficient and costly enterprise. The state remains one of only three states having more than one type of local public school district (elementary, high school and unit). There is an enormous range in the size of school districts (latest data, in 1983-84, notes Kaskaskia #124 with 17 pupils, up to Chicago #299 with 434,042). Illinois ranks third in the nation in the number of school districts (1,006), behind California (1,034) and Texas (1,100).

It is understandable that the state has restricted itself to setting conditions which allow or encourage school improvement, rather than attempting to play a more direct role in local management and policy, considering the enormous diversity reflected in Illinois schools. However, economic realities now call for a change in that approach. It is recommended that the state and/or local school districts:

- **evaluate and recommend a more productive service delivery system;**
- **review the school day and year to maximize the time available and emphasize academic learning;**
- **review local school size and district organization;**
- **promote and recognize effective schools.**

In summary, the Commission recommends:

- **The State Board of Education shall prepare and submit an annual report to the General Assembly and Governor on the status of education in Illinois, identifying problems and recommending solutions.**
- **The State shall authorize this Commission to reassemble three years after submission of the final report to assess the outcome of the recommendations and comment upon same to the General Assembly, the Governor, and the public.**

In order to have excellence in Illinois schools, efforts must be concentrated on all areas, recognizing the interdependence of the major parts and attempting to improve each. While there are an unlimited number of recommendations which could be made to improve schooling, these major factors must be addressed in order to bring about significant improvement in elementary and secondary education in Illinois.

"A nation is never finished. You can't build it and leave it standing like the pharoahs did the pyramids. It has to be built and rebuilt. It has to be created in each generation by believing and caring men and women. If we do believe and care, nothing can stop us. Whenever we have invested in the talents of our future, we have succeeded. Let us do so and succeed again."

John Gardner

INTRODUCTION

The school children of Illinois deserve the highest quality education. The citizens of the Land of Lincoln expect no less for their sons and daughters. The Illinois Commission on the Improvement of Elementary and Secondary Education has listened to the public and heard that every school can do better. Attention has been called to the problems. Now it is up to Illinois as a state to address the issues head on. It is up to Illinoisans to take whatever steps are necessary to improve education.

All of the elements for educational excellence are or can be present in Illinois: clear expectations, priority emphasis on schooling, competent and caring personnel, supportive parents and citizens and adequate learning (material, human, and financial) resources. The Commission believes that school board members, school staff, students and their parents, and other interested people can accomplish those tasks set out below in order to assure the highest quality education for Illinois' greatest resource, its youth. The educational system does not need a complete overhaul; however, it needs fine-tuning or improvement in many areas. The recommendations in this report provide the roadmap to excellence in the making.

In order to achieve excellence in Illinois schools, the efforts cannot be concentrated on one or two areas; all must recognize the interdependence of the major parts and attempt to improve each. This also means that while there are an unlimited number of recommendations which could be made to improve schooling, these major factors must be addressed in order to make a real difference.

As a context for consideration of these recommendations, the Commission reached the following conclusions.

- The quality of our schools should be judged first and foremost on the basis of student learning—what our young people know and are able to do as a consequence of their schooling.
- How much students learn is dependent on many factors—achieving excellence in schooling requires the following elements:
  - :: clear expectations;
  - :: emphasis on the primary purposes of schooling;
  - :: competent, caring teachers and administrators;
  - :: support from parents and community;
  - :: appropriate learning resources.
- The availability of competent teachers, supportive administrators and appropriate learning resources is dependent on adequate financial resources which are, in turn, dependent on public confidence and support which are, in turn, dependent on student learning results.

Many ideas were expressed to the Commission in meetings across the state. While the citizens generally agreed on the areas that needed improvement, many presented specific, but at times conflicting, recommendations. Not everyone agreed that there was a problem. One testifier said, "If it ain't broke, don't fix it," and another, "Look at the good points of the current system before you take final action." Similar to other issues of importance, there is a diversity of opinion. The Commission deliberated at great length over responses to the theme questions and the statewide testimony. Key issues were defined and conclusions drawn regarding the present status and need for improvement in the state's educational system. These conclusions were then refined and clustered thematically.

Theme Questions and Conclusions

Two of the Commission's basic theme questions for public commentary were: "How adequate are the state's expectations for instructional standards and pupil performance across all ages?" and, "How can we assure that our schools are adequately preparing youth for higher education and/or the public/private employment sector?"

Excellence. Students should do better. Society demands excellence from all facets of education. Excellence demands that students be challenged and motivated, that learning and teaching occur in an environment conducive to achieving excellence, and that higher expectations for student performance be encouraged by all participants in the educational process. Use of social promotion and lack of discipline undermine the goal of excellence.

Standards and Requirements. There is an absence of public awareness and understanding of the goals of Illinois schools. Previous school requirements have often failed to reflect the needs and expectations of a rapidly changing and increasingly technological society. Explicit standards of performance and expectations are necessary for students, teachers, school administrators, parents, and board members. Individuals and institutions should be held accountable for results and performance. Strong debate continues regarding the role of mandates.

Curriculum. Students need to learn how to learn. There is a need for a definition of a body of knowledge that provides the structure for a lifetime of continued learning and probable occupational change. Reading, writing, speaking and listening skills are universally important. Math, science, technological understanding, the arts, humanities and problem-solving skills were also stressed. Beyond that there was *no* clear consensus, particularly on foreign language. The public noted the need to revise curriculum, programs, textbooks and instructional materials and to identify exemplary programs to serve as models. There is a need for early identification and elimination of barriers to learning. Further, there is need to review curricula, entry and exit age, and instructional needs and support services for special populations.

Role of Parents. Parents have both a responsibility and a right to be involved in the education of their children. Parents and school personnel need to develop a mutual understanding of the legitimate and essential role of parents in the educational system. This understanding is crucial because family structure is changing, distractions from learning are abundant, and the early identification of barriers to learning is more important than ever. A positive working relationship, greater cooperation and better communication between parents and school personnel should be established.

Governance. There is substantial conflict among the various governance entities as to which ought to control educational policy. However, citizen support and involvement (especially by the business and industry sector) in education are critical. Dissatisfaction with state mandates and regulations exists; they are seen to be in conflict with local priorities and have often been issued without adequate funding. In contrast, there is appreciation for the responsiveness of state government to particular needs through the passage of mandates. State and local board of education members should be strong advocates on behalf of public education. A comprehensive and continuing program of board-member development is crucial and should be expanded.

Another of the Commission's crucial theme questions was: "How can we recruit, educate, retain and reward more good educators and administrators?"

Personnel. There is a major problem in identifying, attracting, retaining and rewarding sufficient numbers of top-caliber people. In many cases, the problem is compounded by an absence of effective processes for establishing goals and evaluating performance of teachers and administrators. School principals should be instructional leaders, rather than building managers. However, there is often a void in administrative preparation programs in the areas of leadership, community relations, and management skills. In general, experienced teachers and administrators are not adequately utilized in the professional development of other personnel. There were many references made by the public to alternative plans of compensation, such as higher starting salaries, merit pay, career ladder plans, and across-the-board increased compensation. A variety of financial and status rewards should be provided to excellent teachers in order to retain them in the classroom. A number of criticisms were raised on continued contractual service/tenure. It was felt that positive working relationships must be established and maintained throughout the school district and that schools should develop policies on school discipline and initiate programs for improving teachers' classroom management skills.

Personnel Preparation. The Commission concluded that preparation of teachers and administrators must be upgraded to assure that they are proficient in what they do and how they do it. There is a need for a comprehensive and continuing program of staff development which focuses on reaching standards of excellence in the schools. There was also a call for periodic review of qualifications and a review of certification requirements. Steps should be taken to attract more women and minorities in administration, more minorities in the teaching profession, and more men teaching in the primary grades.

The final theme question of the Commission dealt with organizational concerns and asked: "How should time in school be specified to assure effective instruction and meet our expectations?"

Organization and Resource/Time Allocation. It was recognized that schools cannot solve all the problems of society. The resources of the schools must be directed towards achieving the goals of learning. These goals should be communicated and clearly understood by educators, parents and the general public. Educational commitment of all participants must not be dissipated in meeting other needs, which, however worthy, are not educational and could properly be met by other institutions in cooperation with the schools. Maximum time within the school day and school year must be directed towards the primary purposes of schooling. Extending the school day and school year was not viewed as being as important as how available time is spent. Class size, especially in the primary grades, is important in building an adequate foundation in basic skills. The scarcity of support services and the demands to carry out noninstructional tasks interfere with the goals of learning. Schools should provide optional and innovative delivery systems for education which are responsive to the needs of students in a changing society.

Excellence in the Making: Final Considerations

After the preliminary report was issued, there was an opportunity for Illinois citizens to review and react to the document. Public testimony was sought through two hearings (see Appendix C) in the fall of 1984. Comments were solicited on the content of the preliminary report and school financial issues. Only a handful of citizens offered suggestions on ways to improve the financial picture for public education. Many, however, questioned whether the proposed reforms were affordable. None offered solutions.

Preliminary recommendations were costed out (see Appendix E) so that the Commission would be cognizant of the financial impact of the improvements proposed. The members discussed the assumptions behind, and data limitations of, each line item in the cost chart. Among those assumptions was the fact that school districts have historically provided an across-the-board raise for all of their employees. Based on the trend of the last five years, an assumption of continued 5% across-the-board raises by local districts (using a variety of fund sources) was used in the calculation of the cost for the teacher salary recommendation. Beyond that local contribution, the state will pay the difference, as shown in Appendix E, in order to assure its obligation. There are other instances in the cost calculations where local funds are considered but these are on an optional, rather than required, basis, based on historical trends.

The costs as stated reflect complete and immediate implementation of the recommendations, at full participation. Members were aware that different implementation timelines could be imposed to reduce annual costs. They also were aware that full implementation in any one year may strain the resources of the state. However, a one- to two-year timeline to accomplish the goals of the Commission in no way diminishes the importance of the objectives.

Commission members reviewed the revenue available to Illinois for potential funding of education and educational improvements. Representatives of the Bureau of the Budget and the Illinois Economic and Fiscal Commission laid out the past and current revenue picture and the financial forecast. While this activity did not dictate any single plan, it offered a statewide perspective to the Commission.

Beyond a reassessment of current use of funds, members discussed the options for additional revenue. Consideration was given to a series of revenue-raising options including: income tax increases; closing income tax loopholes; closing consumer tax loopholes (e.g., clarifying the food and drug exemption, including private car purchases, cigarettes on state excise tax, taxing tobacco products, and cable TV in utility tax laws); expanding off-track betting, jai alai wagering, or dog racing; expanding the sales tax base to include selected services; affording state and local increased revenue through an expanded local base; and a local income tax option. In order to meet the specific costs of reform, an income tax increase, to a level matching those costs, was judged appropriate. The Commission therefore advocates the use of the state income tax option as the revenue resource for educational improvement. Funds would be earmarked for these reform efforts. No specific increase is recommended.

The report and its many recommendations express the consensus of the Commission. Just as there were varying points of view expressed by the public to the Commission, not everyone on the Commission agreed on all of the specific recommendations. However, the final report is the consensus of the Commission.

The recommendations included in this final document reflect a number of revisions from the preliminary recommendations. However, most of those changes were clarifications, rather than substantive. Public comments on the preliminary document resulted in several substantial modifications. These were in the areas of: requiring compulsory attendance for 5 year olds; testing at grades 4, 7, 9 and 11; reviewing school district organization; addressing the physical education and driver's education mandates; and requiring personnel evaluation in accord with a local plan. Additionally, those responsible for implementation of these recommendations have been delineated.

The Commission realizes that the state cannot require schools to be effective any more than parents can force children to behave well. School effectiveness depends on what those involved with the school do in organizing and allocating their time and resources, using strengths, and overcoming weaknesses. What the Commission can do is establish the conditions needed to attract competent people, provide necessary resources, and remove as many obstacles from the path of high-quality education as possible. The following reflects those recommendations which the Commission feels will significantly improve Illinois elementary and secondary education.

RECOMMENDATIONS

Declines in student achievement have driven the interest in educational improvement that is sweeping both the nation and Illinois. Whether all the data on student achievement are valid indicators of a deterioration in the learning levels of our children or the real concern is anxiety about the future and new demands which will be placed upon students as adults is largely irrelevant. In either or both cases, recommending state actions designed to set conditions which have the potential of significantly improving student achievement is clearly the task facing the Commission. The recommendations offered are framed as state and/or local actions. These should not be viewed as additional requirements or mandates in all instances. Some refine current state mandates, while others replace or eliminate certain mandates. New mandates were specified, in the spirit and intent of Senate Joint Resolution 61, where the Commission felt they were necessary to improve education.

Each of the following sections begins with an introduction, continues with problem statements, and then presents specific recommendations for state and/or local action. The recommendations are action-oriented and intended for Illinois review and action by all interested in high-quality education for our future.

INSTRUCTIONAL STANDARDS AND PUPIL PERFORMANCE

The heart of schooling is the instructional program. The Commission heard about and discussed the purposes and content of instruction at greater length than any other issue. The ability of the state to establish reasonable goals for schooling is perhaps the most important contribution it can make to the improvement of student learning. Historically, the state has refrained from explicit statements about the purposes of schooling and also from establishing the performance standards which logically flow from such statements.

Rather, the state has specified course requirements or mandates which implied its priorities and purposes. Based upon both testimony and Commission discussion, there is dissatisfaction with the state's present method of expressing its compelling interest in this area. There is a need for a definition of a body of knowledge to provide the structure for a lifetime of continued learning and probable occupational change. It is further recognized that access to formal learning for children across the state is also an area that bears strongly on the effectiveness of the instructional program.

The Commission acknowledges that there are many ways to be held accountable and to report to or interact with the local community. Accountability is an increasingly critical component as schools are challenged to document student accomplishments.

A critical issue presented to the Commission at every public dialogue was curriculum mandates. Persons testified from their individual perspectives, saying either to continue requiring certain courses or to eliminate or add a state requirement (e.g., foreign language) in order to allow concentration on other curricular areas. Part of the rationale for testimony to "demandate" was limited to financial resources which restrict ability to offer courses to the depth or breadth desirable. Other rationale to eliminate these mandates was to allow requested local district flexibility through waivers or other means. Reasons for retaining current requirements were that they were beneficial to the child's overall development and assured equity of access across the state. Many albeit conflicting recommendations were offered from student, parent, teacher and administrator perspectives.

Problem: The state has not explicitly defined the basic purposes of elementary and secondary education in Illinois, and it has thereby contributed to local-level confusion regarding the state's expectations of its schools.

- **Recommendation: The state shall identify the primary purposes of schooling, focusing on those areas for which schools should be held accountable and are uniquely structured to achieve. Once identified, these should be enacted into law.**
- **Recommendation: The state shall require that local school districts give priority in the allocation of resources, including funds, time, personnel and space, to fulfilling the primary purposes of schooling. This shall be accomplished as a higher priority than providing services to meet secondary or shared purposes. Requirements that supplement the primary purposes of schooling, if adopted by the state, should be fully funded by the state and must not supplant nor diminish the resources devoted to the primary purposes of schooling.**
- **Recommendation: The state shall require that, in all educational activities of local school districts, equity not be sacrificed for excellence, nor excellence diminished by the need for equity.**

Problem: The state has not explicitly defined what knowledge and skills it expects students to master as a consequence of their education, thereby contributing to a confusion in priorities at the local level.

- **Recommendation: The state shall establish reasonable expectations in the areas of student learning.**
- **Recommendation: The State Board of Education shall require local assessment systems which provide objective information on the degree to which expectations for learning are being met.**
- **Recommendation: The State Board of Education should fund pilot programs to enhance self-concept of school children for the purpose of providing services that can prevent future problems and the need for remediation. Districts shall provide sufficient counseling and other pupil personnel/supportive services to maintain these programs as well as a positive school climate.**
- **Recommendation: The State Board of Education shall allow and encourage selective use of proficiency tests for required courses at the high school level in order to provide more challenging courses for academically able students in lieu of completing required courses. Proficiency tests shall not be a basis for early graduation.**
- **Recommendation: Physical education classes should be available for all students grades K-12. However, special waivers shall be considered and granted by local boards of education for those students in grades 11-12 who request to be excused from the program based on reasons falling in one or more of the following categories: 1) enrollment in expanded academic classes for college entrance requirements; 2) need for additional time for remediation and study; or 3) ongoing participation in the school athletic program.**
- **Recommendation: Driver's education should continue to be available and required for all eligible students. The 30-hour classroom requirement should remain as stated. Schools should have the option to contract out to private providers for behind-the-wheel instruction and to charge a reasonable fee to participants, allowing for waivers of fees for those unable to pay.**

Problem: The state does not require schools to establish learning objectives for their students, establish assessment procedures to determine the degree to which they are achieving their objectives nor report periodically to the public on progress.

- **Recommendation: The state shall require each local school district to set student learning objectives which meet or exceed state requirements and address local goals for excellence in education. Such objectives and goals shall be disseminated to the public, along with information on the degree to which they are being achieved. There should also be a process for recognition and commendation of the top-achieving districts.**
- **Recommendation: The state shall require all regular education pupils to demonstrate academic proficiency levels at the 3rd, 6th, 8th and 10th grades, in accord with established statewide criteria, with effective dates as follows: reading, 1987-88, reading and math, 1988-89, and reading, math and language arts 1989-90. Assessment is encouraged to be on a continuous basis. Students must perform at an academic level no more than one year below their grade level in order to be advanced to the next grade. Pupils achieving at a lesser rate/grade level shall be retained not more than one year, consecutively. Teacher judgment, which should be a required part of the assessment process, may override retention for those students who are no more than 6 months below the acceptable level of proficiency. Services of a remedial nature (e.g., smaller classes, specialized teachers, and appropriate texts) shall be provided for students performing below proficiency levels.**
- **Recommendation: The state shall require local school districts to publicly report on the results of student assessment to their community and provide information to the state for its use in informing the General Assembly, the Governor and the public on the status of student learning in Illinois. There should be a process, as a result of this public reporting, that the top-achieving districts receive commendations.**

Problem: State law, which prescribes compulsory attendance between the ages of 7 and 16, ignores child development research, which indicates that the years from birth to six are among the most important in the acquisition of language and other skills, and community values, which clearly express a desire that all children graduate from high school or attend school through age 18.

- **Recommendation: The state shall encourage school districts to evaluate children for kindergarten readiness prior to their reaching age 5. The law shall be revised to allow into kindergarten only those youngsters reaching their 5th birthday by September 1, 1987 (phased in as follows: November 1, 1985; October 1, 1986). The law should also include a waiver provision to allow those not yet age 5 by the date specified to enter kindergarten if the school district assessment process shows student readiness.**
- **Recommendation: The state shall encourage local school districts to evaluate their population of preschool children and provide preschool programs, as appropriate.**
- **Recommendation: The state shall encourage and reimburse the provision of full-day kindergarten programs.**

Problem: Schools provide a limited array of services for pupils under the age of 16 who appear most likely to drop out of school and insufficient options for students over 16 who are unable to perform in the regular school program.

- **Recommendation: The law shall be revised to allow individuals, ages 16-18, who have dropped out of school to enroll in the General Education Development (GED) program and receive the certificate upon successful completion of the program/test.**
- **Recommendation: The State Board of Education shall require each local school district to provide programs designed to keep at-risk students from dropping out of school.**
- **Recommendation: The State Board of Education shall require local school districts to expand options available for secondary school students who demonstrate a chronic inability to adjust to the regular school program. Such programs could include optional part-time enrollment at no cost in non-degree community college courses; GED preparation courses at no cost, which allow awarding the GED regardless of one's age; part-time enrollment in adult education programs at no cost; part-time enrollment in day programs at area vocational centers; and re-entry of such students to the regular school program with full credit for courses taken or upon successful completion of appropriate proficiency tests.**

PERSONNEL

The quality of educational leadership at the school level is a critical ingredient in the educational process. The Commission concurred that competent school administrators can have an enormous effect on the improvement of learning, especially in such essential areas as school climate, communication between school and parents, instructional leadership and staff development. In fact, much of the discussion in these areas indicated that without quality leadership, the learning and ongoing professional development of those currently being served may not occur. Continuing professional education is an essential ingredient in this leadership endeavor.

It is true that the quality of teaching and, likewise, the quality of personnel performing in that role have a powerful effect on the quality of learning taking place in schools. The essence of education occurs in the individual classroom. The expertise of the individual classroom teacher should be utilized in educational decision making. A profession which ranks among the lowest in salary of those requiring four years of college cannot maintain enough of the best and brightest as its members. A society that generally fails to adequately pay the members of the teaching profession is implying that the occupational class which educates our children is of less importance than other professions. Virtually universal concern about the quality of our teaching force was expressed by both the Commission and those testifying before the Commission.

The Teacher Service Record analysis for 1983-84 cites $24,211 as the statewide average paid teacher salary for full-time public school teachers, K-12. Downstate it was $23,126; in Chicago, $28,137. The average paid beginning teacher salary in 1983-84 was $14,780 (downstate: $14,619; Chicago $15,471).

Of the 1981 Illinois high school seniors intending to teach, less than 15% identified themselves as minorities. The 1983-84 teacher data indicate that there were over 99,400 teachers in Illinois public schools. Of these, 84.7% of the teachers were white and 15.3%, minorities in contrast to 81.1%, white and 18.9%, minority in the Illinois general population in 1980. Since 1977-78, these figures have not changed to any appreciable degree. Chicago employed 74.4% of the black teachers, while 25.3% of all black teachers in Illinois were employed downstate. More than 73% of the Hispanic teachers were in Chicago, as were 67% of the Asian/Native American teachers. During 1981, white teachers comprised 91.6%; black teachers, 7.8%; and others, .7% of the national teaching force.

The latest data available are from 1983-84 which show the percentages of women administrators to be 12% downstate and statewide, 17%, including Chicago. In 1983-84, minorities represented 5% of downstate administrators. Nearly 12% of all downstate school administrators were women while 67% of Illinois teachers are women. Of the superintendents in 1983-84, 1.7% were female and 1.7%, minority.

There must be adequate compensation (determined locally) for administrators, commensurate with their designated responsibilities and in accord with these recommendations. More than one-fourth of local school district superintendents also serve as a building principal. One in ten principals are assigned to more than one building (411 of the 4,152 in 1984-85).

Problem: Many school-level administrators, preoccupied with other than instructional leadership tasks and often inadequately prepared in that field, are not able to provide the leadership necessary for improving services to students. Effective principals emphasize achievement, set instructional strategies, provide an orderly atmosphere, help evaluate student progress, coordinate instructional programs, and support teachers.

- **Recommendation: The law shall be modified to specify the vital role of the principalship in the improvement of instruction. School districts must indicate such a role in their formal job descriptions for principals. A majority of the incumbent's time in such position, or that of other school-level instructional leaders in large schools, must be spent on curriculum and staff development through both formal and informal evaluative activities; establishing clear lines of communication regarding school goals, accomplishments, practices and policies with parents and teachers; and through establishing and maintaining a school climate conducive to learning which includes establishing appropriate codes for student behavior and effective enforcement procedures.**

- **Recommendation: The law shall be revised to require potential school-level administrators to demonstrate their knowledge and skill in instructional leadership. This shall include the evaluation of staff, general communication and interpersonal skills, and proven success in establishing and maintaining appropriate classroom learning environments by completion of required coursework and tests and demonstrated competency, in accord with standards prescribed by the State Teacher Certification Board. Such individuals shall be recommended by their college or university, upon completion of the prescribed requirements, for an initial administrative certificate.**

- **Recommendation: The law shall be revised to require administrative recertification every five years. Recertification requirements will be based on a broad portfolio of assessment sources (e.g., input from subordinates, pupil performance, peer review, continuing professional education, test) in order to ascertain: that the administrators' knowledge of instructional practice and administrative procedures has kept pace with new knowledge; that they have maintained the basic level of competence required for their initial certification; and to ascertain the extent of their mastery of skills and knowledge regarding the improvement of teaching performance in clinical settings and assessment of the level of student performance in their school(s). For those who do not perform satisfactorily, there should be a two-year period of notice which would specify skill or knowledge deficiencies and state the next steps. In the seventh year, these administrators will be reexamined; inability to successfully demonstrate administrative competence will result in a loss of administrative certificate.**

- **Recommendation: The law shall stipulate professional development for principals-in-service. One avenue might be a "leadership academy" which would focus on instructional staff development. The Commission should request the Illinois State Board of Education to evaluate their pilot effort in this area and make public the results of that evaluation for further recommendations and discussion by the General Assembly in 1985.**

- **Recommendation: The State Board of Education shall require local school districts to identify a plan and then implement activities for administrators at all levels to spend sufficient time in the classroom periodically in order to assess the current educational climate in the district and reestablish their teaching skills.**

Problem: Many school-level administrators are inadequately prepared for establishing productive parent-school relationships and for fostering the communication and involvement such relationships require.

- **Recommendation: The law shall require, as a prerequisite to initial administrative certification, that individuals demonstrate an understanding of the knowledge called for in establishing productive parent-school relationships and of the procedures fostering the involvement such relationships demand.**
- **Recommendation: The State Board of Education shall establish training opportunities to focus on effective communication skills and appropriate public school relations.**

Problem: Illinois suffers from a chronic shortage of minority and women school administrators at all levels, especially in the superintendency.

- **Recommendation: The State Board of Education shall establish, with state support, special scholarships and fellowships for graduate training of eligible minorities and women interested in entering school administration.**
- **Recommendation: The State Board of Education shall establish, with state support, 25 internships each year for women/minorities to provide experience to prepare for the superintendency. Such state support would be needed to pay the salary amount which would have been received in the next year.**
- **Recommendation: The law in Section 22-19 of *The School Code of Illinois* shall be revised to include gender as a protected classification, to make it consistent with the state's expressed concern about sex discrimination, and through doing so, discourage discrimination in the hiring and promotion of women.**

Problem: In 1983, the American public rated discipline as the number one problem facing public schools in their communities. This concerns implementation of discipline policies as well as preparation of personnel. School-level administrators are inadequately prepared to establish and enforce reasonable rules of conduct which would ensure an environment conducive to learning.

- **Recommendation: State law shall require, as a prerequisite for initial administrative certification, that individuals demonstrate an understanding of the knowledge required for establishing a high-quality school climate and promoting good classroom organization and management, including rules of conduct and instructional procedures appropriate to accomplishing the tasks of schooling.**
- **Recommendation: The State Board of Education shall establish training opportunities to focus on how to develop discipline policies and how to establish and sustain school climates appropriate to the learning process.**

Problem: In Illinois there were over 99,400 classroom teachers in 1983-84. Those more recently aspiring to teaching as a profession during their high school years have generally scored lower in examinations such as the ACT or SAT than students intending to prepare in other areas. The profession of teaching is not attracting enough of the best and brightest of our young people.

- **Recommendation: The state shall improve beginning teacher salaries through elevating the statutory minimum salary in Section 24-8 of *The School Code of Illinois* from the current $10,000 to $20,000 in increments, by 1987-88, in order to acknowledge the importance of the role of teachers in the educational process. As part of this recommendation for increased salary, the issue of a lengthened school year (for staff development or other activities) should be determined locally.**
- **Recommendation: Increase teacher salaries to a level sufficient to keep competent teachers.**
- **Recommendation: The State Board of Education, in conjunction with local districts and professional associations, shall develop a public information campaign to highlight the importance of teachers and other educational personnel to the future of Illinois, inform the public of the challenges and rewards of teaching, promote the recruitment of highly qualified prospective teachers, and publicize the availability of financial support for training.**

Problem: Good classroom teachers are currently underpaid. The wage attractiveness of teaching must be improved in order to retain highly qualified personnel in a teaching capacity. The state must address the need to improve the salary levels of current classroom teachers, the earning potential of careers in teaching and the issue of salary differentials for exceptional and/or experienced personnel.

- **Recommendation: Local school districts shall be encouraged to provide a wider array of roles and responsibilities within teaching, and through doing so, provide for careers within teaching which have varying rewards and responsibilities.**
- **Recommendation: Local school districts shall be encouraged to develop and maintain systems for recognition of outstanding performance.**

Problem: The formal training for teaching provided by institutions of higher education is, in general, not sufficiently rigorous and in some areas (elementary-level teaching of reading, sciences and mathematics) not sufficiently specialized to meet the needs of either the present or the future. Candidates in teacher preparation programs should be participating in the teaching environment as early and often as possible.

- **Recommendation: The state shall require the establishment of minimum performance in basic skill areas for students entering into teacher education programs (at the sophomore or junior level).**
- **Recommendation: The state shall require periodic, rigorous assessment of the academic performance of students during their teacher training to assure performance at a satisfactory level.**
- **Recommendation: The state shall require that students preparing for elementary school teaching have intensive preservice training in the sciences, mathematics, reading and the language arts.**

Problem: Teacher licensing and certification requirements are insufficiently demanding and allow individuals to enter the profession without first indicating that they have mastered certain knowledge or skills.

- **Recommendation: The state shall require that teachers seeking certification for the first time in Illinois be required to successfully pass an examination designed to demonstrate an acceptable level of knowledge and skill for the area in which they seek licensure. This test shall be administered by an agency other than the degree-granting institution and may be given prior to granting of said degree.**
- **Recommendation: The State Board of Education and State Teacher Certification Board shall periodically review the need for new or increased certification requirements for teaching personnel, e.g., math, science, and computer sciences, in order to maintain requirements conducive to effective teaching.**

Problem: The present system of teacher evaluation and inservice programs for helping teachers improve classroom teaching have not been widely successful. Likewise, broad concern has been voiced regarding incompetence and a failure to maintain high standards of performance from teachers.

- **Recommendation: The State Board of Education shall require state-supported staff development programs in all school districts, which are well-planned and implemented, and shall specify outcome goals, including the improvement of specific instructional competencies.**
- **Recommendation: The State Board of Education shall require individual continuing professional education to update or improve a teacher's skills and knowledge in order to allow him or her to reach full potential and maintain a high level of performance.**
- **Recommendation: Local school districts shall provide support and/or additional inservice or preservice training for teachers who have been transferred to new grade levels or subject areas.**

Problem: The formal process for removal of incompetent teachers has been criticized. Illinois law defines a process for tenure or contractual continued service. Tenure is defined as due process rights after two years of employment. A teacher can be relieved of his/her position for any reason during the first two years of his/her employment. After that period of two years, the school board must have substantive reason for firing the teacher and must be able to prove those reasons before an impartial hearing officer.

Retention of personnel should be based on performance. The criticisms are not on the due process rights but rather the current minimal evaluation skills of the evaluators and the lack of comprehensive evaluation procedures.

In general, dismissals are upheld when the causes are substantial, documentation thorough, and efforts at remediation futile. Conversely, dismissals are overturned when documentation is incomplete and/or the process is not followed.

- **Recommendation: The state shall create and use a three-person teacher dismissal hearing board process to hear and review charges, instead of the current hearing officer system.**
- **Recommendation: The law shall be revised on contractual continued service so that nonprejudicial error is not a basis for reinstating dismissed personnel.**
- **Recommendation: The state shall require school districts to develop evaluative procedures which include a minimum of two formal assessments per year for all certified teachers. Each district's evaluation plan must involve wide participation and receive the approval of the State Board of Education. The plan be revised periodically to assure effective implementation and determine needed revisions.**
- **Recommendation: The state shall provide a comprehensive program throughout Illinois to train administrators to evaluate personnel effectively, including documentation, remediation, and implementation of the process.**
- **Recommendation: The State Board of Education shall develop public awareness of personnel retention and evaluation issues and promote local board support for stringent adherence to the process, which is crucial to success.**

Problem: Minorities are not employed in the teaching profession in sufficient numbers.

- **Recommendation: The State Board of Education shall provide for talent identification and recruitment activities in Illinois high schools in order to attract potential teachers, e.g., minority representation, males into predominantly female-oriented curricula, and vice-versa, into the teacher preparation program.**
- **Recommendation: The State Board of Education shall establish a system for awarding scholarships to individuals preparing to teach in areas of identified staff shortages. Such scholarships should require repayment unless the individual teaches in Illinois public schools for at least three years, be limited to the amount of tuition and nonrevenue bond fees at public universities and appropriations for attending private colleges and universities, and be allocated between those initially preparing to teach and experienced teachers preparing to teach in a new area.**

ORGANIZATION AND ADMINISTRATION

The complexity of the system for operating Illinois schools was raised continually. Illinois remains one of three states having more than one type of local public school district (elementary, high school and unit). That reality must be combined with the enormous range in size of school districts (in 1983-84, from Kaskaskia #124 with 17 pupils to Chicago #299 with 434,042) and the fact that there are currently 1,006 such entities. Out of a national total of 15,541 school districts, Illinois ranks third, second to California (1,034) and Texas (1,100), although fourth in the nation in public school enrollment.

It is apparent that the organization of schools in the state is complex, frequently duplicative, inefficient and costly. That the state has restricted itself to setting conditions which allow or encourage school improvement, rather than attempting to play a more direct role in local management and policy, is understandable in view of the enormous diversity reflected in Illinois schools, but the economic realities now call for a change.

Problem: The allocation of responsibilities among the various levels of the education delivery system is unnecessarily confused and contributes to inefficiency in the planning and delivery of services. This has often been called a "crazy quilt" arrangement which appears to have little administrative or educational justification. Consolidation and streamlining of these structures would be in the interest of local school districts.

- **Recommendation: The State Board of Education, Board of Higher Education, and Illinois Community College Board shall evaluate and offer recommendations to the Illinois General Assembly regarding a more productive service delivery system for Illinois education.**

Problem: The state has not changed the required length of the school day or year since 1959 despite the fact that numerous responsibilities which are often remote from the basic core of instruction have been added to the tasks of schooling. Schools are not presently making the most efficient use of time available to them for instruction in critical subjects.

There is an almost universal appeal for more instructional time, whether through better use of existing time or through adding time to the school schedule. The issue is whether more total time should be added to schooling or whether there is a need to organize and use the time available more effectively. A 1983 Gallup Poll on education showed that Americans oppose a longer school year, 49% to 40%, and a longer school day, 48% to 41%.

- **Recommendation: Local school districts shall be required to examine their school year and day to maximize the time available to focus on the primary purposes of schooling and streamline activities to emphasize effective academic learning time. Extracurricular activities, particularly school athletic events which compete for student and staff time, energies and academic pursuits, should be held to a minimum. Using the existing school year and day to the fullest must be emphasized; thus, time will be expanded through better classroom/school management.**

Problem: The state continues to allow the existence of extremely small districts without requiring that students attending them have access to a range of educational opportunities comparable to those provided in larger districts. Organizational and financial considerations make it desirable to reduce the number of districts in Illinois.

- **Recommendation: Continued efforts should be undertaken by local school districts, the State Board of Education and the General Assembly to encourage a review of school size and district organization utilizing academic achievement as its major criteria of organizational effectiveness.**
- **Recommendation: The state should assess the efficiency of the largest school district in Illinois to deliver quality educational services and attain appropriate student performance levels.**
- **Recommendation: The State Board of Education shall create statewide programs to promote and recognize effective schools.**

SUMMARY

A dominant theme of those who testified was the lack of a clearly defined State role in relation to the various educational systems, especially local school districts. Whether finance, educational personnel, or curricula were discussed, concern was expressed that there was no single long-range scheme for all of education in Illinois. Clearly defined purposes and expectations are essential to improving student achievement. Likewise, there is a need for consistent procedures for examining student progress in relation to state and local expectations. Succinct objectives should be adopted that describe what the State feels are sufficiently important for the schools to assume and the student to meet before leaving the education system.

Commission members feel the review of Illinois education which they undertook is a beginning, not an ending. Even with enactment and implementation of some of the recommendations contained within this report, there must be a review process which encompasses all facets of Illinois elementary and secondary education. Continuing study, analysis, and evaluation of the schools must take place in addition to amendments and modifications of any plan enacted by the General Assembly.

In conclusion, the Commission recommends:

- **Recommendation: The State Board of Education shall prepare and submit an annual report to the General Assembly and the Governor on the status of education in Illinois, identifying problems and recommending solutions.**
- **Recommendation: The state shall authorize this Commission to reassemble three years after submission of the final report to assess the outcome of the recommendations and comment upon same to the General Assembly, the Governor, and the public.**

Appendix A

Senate Joint Resolution No. 61

**Offered by Senator Rock, President of the Senate,
and Senators Philip, Carroll and Collins
Sponsored in the House by Representative Matijevich**

WHEREAS, In the face of widely publicized reports of recent decline in academic achievement levels of students nationwide, attention is being focused on this nation's public education systems and their apparent shortcomings; and

WHEREAS, The State of Illinois, long accustomed to considering itself as an educational leader among the states, has not been spared of this national trend toward educational decline; and

WHEREAS, Educational retrogression in Illinois is evidenced by the fact that the average score on the ACT test, taken by about two-thirds of the State's graduating seniors each year, declined from 20.7 in 1969-70 to 18.6 in 1981-82, more than the drop in the national average from 19.9 to 18.4 during the same period; and

WHEREAS, To many business leaders, the difference between a first-class state and second-class state is the educational system, as attested to by the fact that states such as Massachusetts and California continue to attract industry despite relatively high taxes; and

WHEREAS, It is imperative that the State of Illinois find solutions to reverse the trend toward educational decline in the State; therefore, be it

RESOLVED, BY THE SENATE OF THE EIGHTY-THIRD GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, THE HOUSE OF REPRESENTATIVES CONCURRING HEREIN, that there is created the Commission on the Improvement of Elementary and Secondary Education, which shall study the problems relating to elementary and secondary education in Illinois, conduct public hearings throughout the State, and consider all relevant information, data, suggestions and proposals for improving elementary and secondary education in the State; that the Commission shall submit a report of its findings, together with its suggestions for any legislation it finds desirable on or before October 1, 1984 (amended by SJR 68 to January 9, 1985); and be it further

RESOLVED, That the Commission shall be composed of 20 members appointed as follows: 5 members of the Senate appointed by the President of the Senate, one of whom shall be the Chairman of the Senate Committee on Elementary and Secondary Education who shall act as a Co-chairman of the Commission; 5 members of the House of Representatives appointed by the Speaker of the House, one of whom shall be the Chairman of the House Committee on Elementary and Secondary Education who shall act as a Co-chairman of the Commission; 5 members of the School Problems Commission appointed by the Chairman of that Commission; and 5 members of the general public appointed by the Governor; and be it further

RESOLVED, That all members shall be appointed for the duration of the Commission, and any vacancy in the membership of the Commission shall be filled in the same manner as the original appointment; and be it further

RESOLVED, That the Commission shall be provided with the necessary staff assistance by the State Board of Education.

Adopted by the Senate, June 30, 1983.

Secretary of the Senate

President of the Senate

Concurred in by the House of Representatives, July 1, 1983.

Clerk of the House of Representatives

Speaker of the House of Representatives

Appendix B

Roster of Commission Members

Sarina Bellmann
Chicago
Division Manager-Issues Analysis, Illinois Bell Telephone.

Senator Arthur Berman, Co-Chair
(D-2nd District), Chicago
Chair of the Senate Elementary and Secondary Education Committee and Vice-Chair of the School Problems Commission; member of the Appropriations II, Insurance and Judiciary committees; Vice-Chair of Financial and Credit Regulations Committee.

Senator John Davidson
(R-50th District), Springfield
Caucus Chairman; member of the Senate Elementary and Secondary Education, Executive and Transportation committees; member of the School Problems Commission.

Representative Loleta Didrickson
(R-37th District), Homewood
Member of the House Elementary and Secondary Education, Appropriations II, Higher Education, Labor and Commerce committees.

Senator Forest Etheredge
(R-22nd District), Aurora
Member of the Higher Education and Transportation committees; Minority Spokesman for Revenue Committee.

Dr. Shirl E. Gilbert, II
Matteson
Visiting Assistant Professor, Teacher Education, at Purdue University; member of the School Problems Commission.

Dr. Robert Goodall
Normal
Professor of Curriculum and Instruction at Illinois State University.

Dr. Orley Herron
Evanston
President of National College of Education.

Sally Hoerr
Peoria
Member of the School Problems Commission and Department of Corrections Board of Education. President of the Illinois Alliance for Exceptional Children and Adults.

Representative Gene Hoffman
(R-40th District), Elmhurst
Chairman of the School Problems Commission; Assistant Minority Leader; member of the House Small Business committee.

Senator Joyce Holmberg
(D-34th District), Rockford
Vice-Chair of the Senate Elementary and Secondary Education Committee; member of Appropriations II, Higher Education and Local Government committees.

Representative Robert LeFlore
(D-15th District), Chicago
Member of the House Elementary and Secondary Education, Aging, Appropriations II, Insurance and Personnel committees.

Senator John Maitland, Jr.
(R-44th District), Bloomington
Minority Spokesman on the Senate Elementary and Secondary Education Committee; member of Appropriations II and Agriculture committees; member of the School Problems Commission.

Representative Richard Mulcahey, Co-Chair
(D-69th District), Durand
Chair of the House Elementary and Secondary Education Committee; member of the Aging and Agriculture committees; member of the School Problems Commission.

Senator Richard Newhouse
(D-13th District), Chicago
Chair of the Senate Higher Education Committee; member of Appropriations II, Elementary and Secondary Education, Finance and Public Health committees.

Lottie Rosenson
Chicago
Actively involved in Jewish education. Member of the School Problems Commission.

Representative Helen Satterthwaite
(D-103rd District), Champaign
Chair of the House Higher Education Committee; Vice-Chair of the House Elementary and Secondary Education Committee; member of the Appropriations II and Economic Recovery committees.

Representative Larry Stuffle
(D-105th District), Danville
Member of the House Elementary and Secondary Education, Registration and Regulation committees; Chair of the House Economic Recovery Committee; member of the School Problems Commission.

G. Howard "Bud" Thompson
Prophetstown
Businessman. Member of the Illinois State Board of Education; chair of the Planning and Policy Committee.

Reg Weaver
Springfield
Teacher. President of the Illinois Education Association.

Appendix C

Schedule of Public Hearings

October 17, 1983 1:00 p.m.—4:30 p.m.	State Capitol Building, Springfield Focus: open dialogue with representatives of statewide organizations
November 10, 1983 9:00 a.m.—2:00 p.m.	Lake County Area Vocational Center, Grayslake Focus: open dialogue on vocational education
November 30, 1983 9:00 a.m.—12:30 p.m.	Southern Illinois University, Carbondale Focus: open dialogue on higher education/teacher preparation
December 13 and 14, 1983 7:00 p.m.—9:30 p.m. and 9:00 a.m.—1:00 p.m.	Glenbard South High School, Glen Ellyn Focus: open dialogue with community individuals
January 18, 1984 9:00 a.m.—2:15 p.m.	Black Hawk Community College, Moline Focus: open dialogue on education
January 26, 1984 7:30 p.m.—10:30 p.m.	Americana-Congress Hotel, Chicago Focus: open dialogue with community individuals
January 27, 1984 8:30 a.m.—12 noon	Senn Metropolitan Academy, Chicago Focus: open dialogue on public school services
February 9, 1984 12:30 p.m.—3:30 p.m.	Illini Union, Champaign Focus: open dialogue on elementary school needs
February 22, 1984 1:00 p.m.—4:15 p.m.	Julian High School, Chicago Focus: open dialogue on public school services
March 8, 1984 9:00 a.m—2:00 p.m.	Homewood-Flossmoor High School, Flossmoor Focus: open dialogue on secondary school needs
March 14, 1984 9:00 a.m.—2:00 p.m.	Rock Valley College, Rockford Focus: open dialogue with business/community leaders
September 24, 1984 2:00 p.m.—7:00 p.m.	Dirksen Federal Building, Chicago Focus: comments on preliminary report
October 1, 1984 2:00 p.m.—7:00 p.m.	State Capitol Building, Springfield Focus: comments on preliminary report

Appendix D

Presenters at Public Hearings

At the 14 hearings held by the Commission across Illinois (see Appendix C), numerous individuals, representing themselves and usually many others as well, addressed the Commission with specific recommendations. Testimony was presented verbally and/or in writing.

Presenters	Sept. 1983	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Sept. 1984	Oct.	Later
Parents/PTAs (210,000 members)		1		6	24	3	8	5	2	
Elementary/Secondary Teachers/Local Associations			3	3	7	7	8	5	1	1
Former/Retired Teachers					2		1			
Illinois Federation of Teachers (50,000 members)					1			1		
Students/Former Students/ State Student Advisory Council/Association of Student Councils			20	42	18	2	9	4	1	
Illinois Council of Youth (53 members)										1
Illinois Commission on Children									1	
Citizens		3	9	2	2	4	5	5	4	
State Board of Education Members		1	2					1		
Local Board of Education Members			2		6		1	4	9	3
ED-RED (133 member districts)					2			1		
Illinois Association of School Boards (900 members)		1		1		1		2		
Private Business/ Chamber of Commerce			5	3	5	1	5			1
Illinois Library Association (5,000 school libraries and others)									1	
Illinois Council for Social Studies (450 members)			1					1		
Illinois Humanities Council			1	1				1		
Illinois Principals Association (2,000 members)								1	1	
Illinois Conference of Seventh-Day Adventists								1	1	
Illinois Catholic Conference							1			
Illinois Association for Counselor Education and Supervision (100 members)			1							
Illinois Association for Truancy Prevention (100 members)									1	

Presenters	Sept. 1983	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Sept. 1984	Oct.	Later
Illinois Alternative Education Association									1	
State Advisory Council on Vocational Education/ University Council for Vocational Education in Illinois/ Illinois Competency-Based Vocational Education Project			3	1					1	
Illinois Vocational Association (3,400 members)		1							1	
Illinois Adult and Continuing Educators Association (800 members)									1	
Illinois Speech and Theatre Association (450 members)							1			
Illinois Theatre Association (500 members)							1			
Illinois Association of Teachers of English (1,150 members)		1	1							
Illinois Music Educators' Association (1,800 members)									1	
Association for the Advancement of Behavior Therapy (3,200 members)										1
Illinois Association of Teachers of English to Speakers of Other Languages and Bilingual Education Association (700 members)					1			1		
American Reading Council				1						
Illinois Farm Bureau									1	
Illinois Council of Teachers of Mathematics (2,100 members)						1				1
Illinois Association of Health, Physical Education and Recreation (2,000 members)			1	1	2	1	1			
Illinois Alliance for Arts Education (coalition of 11 organizations plus 200 additional members)					2					
Illinois Art Education Association (575 members)			1							
Illinois Arts Education Committee					1					
Illinois Foreign Language Association (7,000 members)		1		1						

Presenters	Sept. 1983	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Sept. 1984	Oct.	Later
Illinois Association of Supervision and Curriculum Development (850 members)				1						
DuPage County Curriculum Developers				2						
Research and Evaluation Advisory Council										1
Illinois Special Education Legislative Association (coalition of 9 organizations)		1								
Pupil Personnel Services Advisory Board		1							1	
Illinois Association of School Social Workers (650 members)							1			
Illinois School Psychologists Association (950 members)						2			1	
Illinois Guidance and Personnel Association (900 members)		1	1			1				
Illinois Association of School Nurses (600 members)		1					1			
State Advisory Council on the Education of Handicapped Children (15 members)								1		
Illinois Association of Retarded Citizens (100 local units)		1								
Illinois Association for Children with Learning Disabilities (1,800 members)					1					
Illinois Association of School Personnel Administrators (100 school districts)								1		
National Association for Personal Rights in Education (70 members)								1		
League of Women Voters (7,000 members)					2					
American Association of University Women (8,000 members)				1	1					
Higher Education Representatives-Total:	33									
Illinois Community College Board							1			
Illinois Association of Colleges of Teacher Education (57 colleges)										1
Concordia College				1						
Eastern Illinois University			2			1		1		

Presenters	Sept. 1983	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Sept. 1984	Oct.	Later
Elmhurst College				1						
George Williams College										1
Governor's State University					1		1			
Illinois State University					2				1	
Montessori Teacher Training Center								1		
Mundelein College								1		
Northern Illinois University							2			
Northwestern University							1			
Olivet-Nazarene College										1
Southern Illinois University-Carbondale			4						1	1
University of Illinois —Chicago					1					1
University of Illinois —Champaign				1		2		1		1
Illinois Association of School Administrators (880 members)										
School Administration Representatives-Total: 68										
Addison #4					1					
Belle Valley #119						1				
Cairo #1									1	
Cambridge #227						1				
Charleston #18									1	
Chicago #299	1					1			1	
Dept. of Corrections #428								1		
Dixon #170										
East Chicago Heights #169							1			
East Moline #37					5					
Elmhurst #205				1						
Evanston #65/#202										1
Freeport #145								1		
Geneseo #228	1									
Glen Ellyn #89				1						
Glenbard High School #87				2						
Harlem #122							1			
Hinsdale #181				1						
Homewood-Flossmoor #233							1			
Indian Prairie #204				1						
Indian Springs #109									1	
Jerseyville #100									1	
Joliet #86									1	
Lake County Area Vocational Center				1						
Lake County Career Guidance Consortium						1				
Lake Park #108						1				
Large Unit District Association				1					1	
McHenry County Superintendents		1								

Presenters	Sept. 1983	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Sept. 1984	Oct.	Later
Morris #101							1			
Mount Prospect #214								3		
Mt. Vernon #201	1									
New Trier #203	1								1	
North Chicago #64	1									
North Chicago High School #123			1							
Ottawa #141	1									
Panhandle #2	1									
Pearl City #200							1			
Regional Superintendents				1						
Rhodes Elementary #84 1/2									1	
Rock Island #41							1			
Rockford #205							2		1	
Rockridge #300					1					
Sauk Area Career Center			1							
Sherrard #200					1					
Silvis Elementary #34					2					
South Cook County Computer Consortium						1				
South Holland #151						1				
Springfield #186								1		
Special Education District of Lake County		1								
State Superintendent of Education						1				
Toulon Lafayette #2						1				
United Township #30					1					
Washington #50								1		
Wheaton #200				1						

Appendix E

Chart of Full Cost Estimates for the State for Full Implementation of Recommendations

Recommendation	FY 86	FY 87	FY 88
I. Instructional Services			
1. Purposes, objectives/assessment/ remediation of students	$2,727,984	$113,737,191 (includes remediation)	$112,974,215 (includes remediation)
2. Pilot program on self-concept	$1,260,000	$1,260,000	$1,260,000
3. Kindergarten/preschool activities*	$85,910,000	$100,290,000	$100,290,000
4. At risk youth/optional programs*	$23,841,350	$23,841,350	$23,841,350
II. Personnel			
5. Assessment of personnel	$397,000	-0-	-0-
6. Public campaign on teaching/ talent identification	$77,000	$77,000	-0-
7. Upgrade salaries for teachers	$80,324,342	$171,401,990	$274,295,796
8. Leadership training	$610,000	$645,000	$675,000
9. Staff development	$28,408,000	$28,408,000	$28,408,000
10. Scholarships/internships	$1,233,800	$2,198,500	$2,288,200
11. Hearing board	$248,750	$265,000	$285,000
III. Organization and Administration			
12. Review of delivery system	-0-	$40,000	
13. Examine day/year, school size and district organization	$516,000	$516,000	-0-
14. Recognize effective schools	$32,000	$32,000	$32,000
TOTAL	$225,586,226	$442,712,031	$544,349,561

* Will need to assess for Mandates Act applicability and state aid impact.

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c/o Illinois State Board of Education
Television Section
100 North First Street
Springfield, Illinois 62777
217/782-5844

Illinois Commission
on the Improvement of Elementary
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